

Message Text

CONFIDENTIAL

PAGE 01 KUWAIT 02594 01 OF 03 121106Z
ACTION LAB-04

INFO OCT-01 NEA-10 IO-13 ISO-00 CIAE-00 COME-00 EB-07
INR-07 NSAE-00 SIL-01 USIA-06 L-03 OIC-02 /054 W
-----121139Z 052052 /12

P 120957Z MAY 77
FM AMEMBASSY KUWAIT
TO SECSTATE WASHDC PRIORITY 8005
USMISSION GENEVA
INFO AMEMBASSY CAIRO
AMCONSUL CASABLANCA
AMEMBASSY JIDDA PRIORITY
USMISSION USUN NEW YORK
AMEMBASSY RABAT

C O N F I D E N T I A L SECTION 1 OF 3 KUWAIT 2594

E.O. 11652: GDS
TAGS: ELAB, PFOR, ILO, US
SUBJECT: ILO: 63RD INTERNATIONAL LABOR CONFERENCE - HOROWITZ
MEETINGS IN KUWAIT

REF: (A) STATE 102699, (B) STATE 104945, (C) CAIRO 7936.

SUMMARY: KUWAIT'S MINISTER OF LABOR AND SOCIAL AFFAIRS AND
FOREIGN MINISTRY UNDERSECRETARY LISTENED ATTENTIVELY TO VISITING
US REPRESENTATIVE TO ILO HOROWITZ'S PRESENTATIONS OF USG POSITION
ON ILO. THEY PROMISED NOTHING BUT SEEMED IMPRESSED BY THE
SERIOUSNESS OF US CONCERN ON THIS IMPORTANT ISSUE AND AGREED
THAT CONTINUED US/ARAB DISCUSSIONS IN GENEVA PRIOR TO ILC
WERE NECESSARY. END SUMMARY.

1. US REP TO ILO HOROWITZ, ACCOMPANIED BY AMBASSADOR, MET WITH
SHAIKH SALEM AL-SABAH, GOK MINISTER OF SOCIAL AFFAIRS AND LABOR,
AND FOREIGN MINISTRY UNDER SECRETARY RASHID AL-RASHID
MAY 11. AT BOTH MEETINGS HOROWITZ PRESENTED USG POSITION
ON ILO CONFERENCE IN JUNE ALONG LINE OF PRESENTATION
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KUWAIT 02594 01 OF 03 121106Z

MADE IN EGYPT (REF C).

2. SHAIKH SALEM (WHO IS AMIR'S SON AND FORMER AMBASSADOR TO
U.S.) RESPONDED BY FIRST INQUIRING ABOUT RESULTS OF US REP
HOROWITZ'S MEETINGS IN CAIRO WITH EGYPTIAN GOVERNMENT OFFICIALS.
HOROWITZ REPLIED THAT THOUGH HE COULD NOT SPEAK FOR THOSE OFFICIALS
DIRECTLY, IT WAS HIS IMPRESSION THAT EGYPT WOULD CONSIDER STAYING

WITHIN ILO ESTABLISHED PROCEDURES ON THE ISRAEL MATTER AND WOULD CONSIDER THE ARTICLE 17 AMENDMENT WITH POSSIBLE REVISIONS. HOROWITZ ALSO NOTED ILO COMMITTEE OF EXPERTS HAVE ALREADY SUBMITTED QUESTIONS TO THE ISRAELI GOVERNMENT CONCERNING TREATMENT OF WORKERS IN THE OCCUPIED TERRITORIES UNDER CONVENTION 111 AGAINST DISCRIMINATION IN EMPLOYMENT.

3. SHAIKH SALEM THEN STATED (AND TWICE REITERATED DURING CONVERSATION) THAT IT WAS IN THE INTEREST NEITHER OF ILO NOR OF US THAT USG WITHDRAW FROM THE ORGANIZATION, AS THIS WOULD "LEAVE THE FIELD FOR ONE PLAYER". CITING LIMITATIONS ON HIS TIME (SHAIKH SALEM HAD STEPPED OUT OF A SPECIAL CABINET MEETING TO MEET WITH HOROWITZ AND AMBASSADOR) HE MOVED DIRECTLY TO ARTICLE 17 AMENDMENT AND ARAB/ISRAEL ISSUE.

4. AMENDMENT TO ARTICLE 17: SHAIKH SALEM EMPHASIZED THAT HE NEEDED TO CONSULT WITH THE FOREIGN MINISTER (WHO WAS OUT OF KUWAIT) AND WITH OTHER ARAB STATES. HE MENTIONED THAT ARAB DELEGATIONS TO THE ILO CONFERENCE WOULD MEET MAY 30TH. IN REGARD TO COMMITTEES THAT WOULD BE SET UP BY USG PROPOSAL, SHAIKH SALEM SUGGESTED THAT THESE BE ELECTED BY CONFERENCE, WITH REPRESENTATION FROM WORKER/EMPLOYER AND GOVERNMENT REPRESENTATIVES. SHAIKH SALEM OBSERVED THAT USG PROPOSAL WOULD BE SERIOUSLY CONSIDERED BY THE ARAB STATES AND THAT "WHERE THERE IS A WILL, THERE IS A WAY" TO FIND COMMON GROUND.

5. TRIPOLI AFRICAN LABOR MINISTERS MEETING: HOROWITZ REGRETTED THAT RECENT AFRICAN LABOR MINISTERS MEETING IN TRIPOLI HAD, ON CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KUWAIT 02594 01 OF 03 121106Z

THE INITIATIVE OF LIBYA AND ALGERIA, CALLED FOR SUBMISSION OF USG AMENDMENT TO STRUCTURE COMMITTEE. ASSIGNMENT OF AMENDMENT TO THIS COMMITTEE RATHER THAN STANDING ORDERS COMMITTEE IS THE MEANS SOUGHT TO PREVENT ACTION ON THE AMENDMENT AT THE JUNE CONFERENCE. HE EXPRESSED HOPE THAT POLITICIZED ATMOSPHERE OF TRIPOLI MEETING WOULD NOT PREVAIL AT GENEVA. SHAIKH SALEM DID NOT DIRECTLY COMMENT ON TRIPOLI CONFERENCE RESOLUTION, BUT DID SAY "YOU KNOW WHAT COMES OUT OF SUCH CONFERENCES . . . THE WEATHER WILL BE DIFFERENT IN GENEVA."

6. ARAB/ISRAELI ISSUE: USG HOPED, HOROWITZ SAID, THAT THERE WOULD BE NO FORMAL EFFORT TO REINTRODUCE OR REAFFIRM 1974 ISRAELI RESOLUTION, ALTHOUGH USG DID EXPECT CONTINUED DEBATE ON THE ISSUE. SHAIKH SALEM AGREED WITH HOROWITZ STATEMENT THAT ILO CANNOT SOLVE ALL POLITICAL DISPUTES BUT OBSERVED THAT ILO WOULD INEVITABLY CONSIDER POLITICAL MATTERS. HIS PRIME CONCERN WAS THAT THERE BE SERIOUS CONSIDERATION AND QUICK, EFFECTIVE ACTION ON POLITICAL RESOLUTIONS PASSED BY THE ILO, SUCH AS THE 1974 RESOLUTION. CURRENT INVESTIGATORY PROCESS,

SHAIKH SALEM SAID, WAS A MEANS TO STIFLE CONSIDERATION OF SUCH ISSUES. HOROWITZ REPLIED BY NOTING ILO ACTION ON CHILE, IN WHICH AFTER AN INITIAL CONDEMNATION, STANDARD ILO INVESTIGATORY PROCEDURES WERE FOLLOWED WHEN A FORMAL COMPLAINT WAS FILED. HE OBSERVED THAT THERE WERE NOT ONLY OBJECTIONS IN PRINCIPLE TO THE DISREGARD OF DUE PROCESS, THERE ARE ALSO PRACTICAL CONSIDERATIONS IN THAT CONDEMNATORY RESOLUTIONS WITHOUT FOLLOW-UP BY ILO MACHINERY WERE INEFFECTIVE. CHILE'S MODIFICATION OF SOME OF ITS POLICIES FOLLOWING ILO INVESTIGATION AND RECOMMENDATIONS WAS PROOF THAT USE OF ILO PROCEDURES WAS A MORE EFFECTIVE WAY TO ENFORCE RESOLUTIONS.

7. IN RESPONSE, SHAIKH SALEM CITED TWO SPECIFIC CONCERNS: (A) THAT A GOVERNMENT REFUSAL TO COOPERATE WITH INVESTIGATORY MISSION MIGHT DEFEAT ITS PURPOSE, (B) THAT CURRENT INVESTIGATIONS PERFORMED BY ILO STAFF MAY BE INFLUENCED BY DESIRES AND POLICIES OF THE GREAT POWERS WHO CONSTITUTE THE "EMPLOYER" TO WHOM THE CONFIDENTIAL

CONFIDENTIAL

PAGE 04 KUWAIT 02594 01 OF 03 121106Z

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 KUWAIT 02594 02 OF 03 121132Z
ACTION LAB-04

INFO OCT-01 NEA-10 IO-13 ISO-00 CIAE-00 COME-00 EB-07
INR-07 NSAE-00 SIL-01 USIA-06 L-03 OIC-02 /054 W
-----121140Z 052969 /11

P 120957Z MAY 77
FM AMEMBASSY KUWAIT
TO SECSTATE WASHDC PRIORITY 8006
USMISSION GENEVA
INFO AMEMBASSY CAIRO
AMCONSUL CASABLANCA
AMEMBASSY JIDDA PRIORITY
USMISSION USUN NEW YORK
AMEMBASSY RABAT

C O N F I D E N T I A L SECTION 2 OF 3 KUWAIT 2594

ILO STAFF WILL BE REPORTING. SHAIKH SALEM OBSERVED THAT ELECTION OF SPECIAL INVESTIGATORY COMMITTEE, AS IS DONE IN THE UN, WOULD

BE PREFERABLE.

8. HOROWITZ REPLIED THAT REPUTATION FOR INDEPENDENCE OF THE 18 JURISTS WHO MADE UP THE COMMITTEE OF EXPERTS WAS WELL KNOWN (SHAIKH SALEM COMMENTED THAT "THE WORLD IS MORE THAN 18"); THAT INDEPENDENT BOARDS WERE ESTABLISHED ON INDIVIDUAL COMPLAINTS, AND THAT THESE BOARDS HAD AN ENVIABLE REPUTATION FOR OBJECTIVITY. SHAIKH SALEM THEN CLARIFIED HIS POSITION BY STATING THAT INVESTIGATORY COMMITTEES COULD BE MADE UP OF PARTLY PERMANENT AND PARTLY ELECTIVE PARTICIPANTS. THIS WOULD INJECT NEW BLOOD INTO THE ORGANIZATION. HE CLOSED BY STATING THAT IT WAS NOT THE ARABS' OR THE THIRD WORLD'S DESIRE TO OVER-COMPENSATE FOR PAST WRONGS, BUT TO ARRIVE AT A FAIR SETTLEMENT OF THE OUTSTANDING ISSUES IN A WAY THAT WOULD FIT BOTH U.S. AND THIRD WORLD OPINION.

9. IN REPLY TO HOROWITZ'S PRESENTATIONS DURING SUBSEQUENT CALL, FOREIGN MINISTRY UNDERSECRETARY RASHID-AL-RASHID EXPRESSED CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KUWAIT 02594 02 OF 03 121132Z

APPRECIATION FOR VERY LUCID PRESENTATION AND SAID THAT HE HAD SPOKEN TO SHAIKH SALEM ON THE MATTER AND WOULD BE IN TOUCH WITH HIM AGAIN FOLLOWING MEETING WITH HOROWITZ. UNDERSECRETARY SAID HE SHARED HOROWITZ'S FEELING THAT ILO AND OTHER INTERNATIONAL ORGANIZATIONS SHOULD BE USED FOR SPECIALIZED FUNCTIONS; HOWEVER, ONE COULD NOT IGNORE THE FACT THAT MEMBERS OF SUCH ORGANIZATIONS WERE INFLUENCED BY THEIR POLITICAL PROBLEMS. WHILE HE HIMSELF MIGHT BE CONVINCED BY THE NEED TO STICK TO ILO'S NARROWLY DEFINED FUNCTIONS, OTHERS MIGHT NOT BE. NO DOUBT, RASHID SAID, DEVELOPMENTS OVER THE PAST YEAR AND A HALF WOULD HAVE A POSITIVE IMPACT ON THE UPCOMING ILC. IF ONE SPOKE ABOUT THE ILO PER SE, RASHID SAID, ONE COULD NOT BUT AGREE THAT ITS WELL-DEVELOPED MACHINERY SHOULD BE USED ACCORDING TO LONG ESTABLISHED PROCEDURES.

10. HOWEVER, HE CONTINUED, IN THE CASE OF THE ISRAELI QUESTION, KUWAIT COULD NOT BE BUT INFLUENCED BY ITS PALESTINIAN BROTHERS, WHOM KUWAITIS SEE EVERY DAY. RASHID THEN CITED ALLEGED ISRAELI LIMITATIONS ON THE AMOUNT OF WATER USED BY ARAB FARMERS IN THE OCCUPIED TERRITORIES AND NEW ISRAELI SETTLEMENTS IN THOSE AREAS AS TWO ISSUES WHICH HAD AN OBVIOUS EMOTION-RAISING EFFECT, AS WAS ALLEGED DISCRIMINATORY TREATMENT OF ARAB LABORERS IN OCCUPIED TERRITORIES. GIVEN SUCH PROBLEMS, RASHID WENT ON, IT WAS UNDERSTANDABLE THAT THERE WERE PRESSURES FOR POLITICAL RESOLUTIONS IN THE ILO.

11. RASHID EXPRESSED HOPE THAT THE USG WOULD NOT WITHDRAW FROM THE ILO AND APPRECIATION FOR THE OPPORTUNITY TO EXCHANGE VIEWS WITH HOROWITZ. HE NOTED THAT IF HE COULD TELL THE PALESTINIANS THAT SOME OF THE PRACTICES IN THE OCCUPIED

TERRITORIES WERE BEING STOPPED, THEN IT WOULD BE MUCH EASIER TO SUPPORT MODERATION ON MATTERS RELATING TO THE ILO.

12. HOROWITZ POINTED OUT THAT ILO, IN EXISTENCE FOR OVER 50 YEARS, HAD EVOLVED EFFECTIVE SYSTEMS TO DEAL WITH INTERNATIONAL PROBLEMS WITHIN ITS COMPETENCE. IT HAD A RESPECTED CAPABILITY
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KUWAIT 02594 02 OF 03 121132Z

FOR INVESTIGATION AND A REPUTATION FOR OBJECTIVITY. WITHIN ITS FIELD OF COMPETENCE, IT COULD INVESTIGATE CHARGES ARISING FROM ACTIVITY IN THE OCCUPIED TERRITORIES. IN FACT, ILO COMMITTEE OF EXPERTS HAS RAISED QUESTIONS REGARDING LABOR PRACTICES IN THE OCCUPIED TERRITORIES WHICH ISRAEL MUST NOW ANSWER. HOROWITZ SAID IT IS PRECISELY BECAUSE OF ILO'S REPUTATION RESULTING FROM BEING LONGER ESTABLISHED THAN MOST INTERNATIONAL ORGANIZATIONS THAT USG TAKES SO SERIOUSLY DEPARTURES FROM ITS ESTABLISHED PROCEDURES, WHICH UNDERMINE IT. USG POSITION REGARDING ILO, HOROWITZ EMPHASIZED, WAS MUCH BROADER THAN SOMETHING ARISING OUT OF MIDDLE EAST QUESTIONS, WHICH OF COURSE USG TOOK VERY SERIOUSLY; RATHER IT WAS A MATTER OF THE PRINCIPLE OF PERMITTING CONDEMNATION WITHOUT INVESTIGATION. SUCH RESOLUTIONS, HOROWITZ STATED, ARE NOT ONLY CONTRARY TO ILO PRACTICE AND PROCEDURES, BUT EQUALLY IMPORTANT TO THE ARABS, THEY WERE NOT EFFECTIVE.

13. HOROWITZ NOTED THAT THE KINDS OF RESOLUTIONS ADOPTED AT RECENT ARAB LABOR MINISTERS CONFERENCE IN TRIPOLI WERE PRECISELY THOSE THAT WOULD MAKE IT DIFFICULT FOR US TO BELIEVE THAT THE ILO COULD CONTINUE AS AN EFFECTIVE INSTITUTION. HE NOTED THAT MANY OF THE LABOR AND FOREIGN MINISTERS WHOM HE VISITED WITHIN 10 AFRICAN COUNTRIES RECENTLY HAD SAID THAT THEY DID NOT SUPPORT THE POSITIONS SET OUT IN THESE RESOLUTIONS. AMBASSADOR ADDED THAT TIMING WAS CRITICAL SINCE WHAT HAPPENED AT THE ILC WOULD HAVE A DIRECT RELATION TO OUR DECISION AS TO WHAT ACTION TO TAKE AT THE END OF THE 2-YEAR NOTIFICATION OF WITHDRAWAL PERIOD IN NOVEMBER 1977. RASHID ENDED THE MEETING BY COMMENTING THAT IT WOULD BE A TRAGEDY IF THE POLITICS INVOLVED IN EVERY ORGANIZATION RESULTED IN THE ILO'S NOT BEING ABLE TO CARRY ON ITS FUNCTIONS. HE AGREED ON THE IMPORTANCE OF U.S./ARAB DISCUSSIONS IN GENEVA PRIOR TO THE OPENING OF THE CONFERENCE TO AVOID A CONFRONTATIONAL SITUATION.

14. AIDE MEMOIRES, COVERING POINTS REF A, WERE LEFT WITH BOTH LABOR MINISTER AND FOREIGN MINISTRY UNDERSECRETARY.
CONFIDENTIAL

CONFIDENTIAL

PAGE 04 KUWAIT 02594 02 OF 03 121132Z

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 KUWAIT 02594 03 OF 03 121133Z
ACTION LAB-04

INFO OCT-01 NEA-10 IO-13 ISO-00 CIAE-00 COME-00 EB-07
INR-07 NSAE-00 SIL-01 USIA-06 L-03 OIC-02 /054 W
-----121139Z 053002 /11

P 120957Z MAY 77
FM AMEMBASSY KUWAIT
TO SECSTATE WASHDC PRIORITY 8007
USMISSION GENEVA
INFO AMEMBASSY CAIRO
AMCONSUL CASABLANCA
AMEMBASSY JIDDA PRIORITY
USMISSION USUN NEW YORK
AMEMBASSY RABAT

C O N F I D E N T I A L SECTION 3 OF 3 KUWAIT 2594

15. HOROWITZ HAD OPPORTUNITY TO GO OVER MANY OF ABOVE POINTS
AT LUNCH MAY 11 WITH MINISTRY OF LABOR OFFICIAL FOLLOWING ILO
MATTERS ABDULLAH GHLOOM HUSSAIN. THEY AGREED TO MEET
AGAIN AFTER HUSSAIN'S ARRIVAL IN GENEVA MAY 25.
MAESTRONE

CONFIDENTIAL

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: PERSONAL REPRESENTATIVE, INTERNATIONAL LABOR ORGANIZATIONS, DIPLOMATIC DISCUSSIONS, RELATIONS WITH INTERNATIONAL ORGS
Control Number: n/a
Copy: SINGLE
Sent Date: 12-May-1977 12:00:00 am
Decaption Date: 01-Jan-1960 12:00:00 am
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977KUWAIT02594
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770167-0672
Format: TEL
From: KUWAIT
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770566/aaaacesj.tel
Line Count: 312
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 59dcb695-c288-dd11-92da-001cc4696bcc
Office: ACTION LAB
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: 77 STATE 102699, 77 STATE 104945, 77 CAIRO 7936
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 26-Jan-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2551387
Secure: OPEN
Status: NATIVE
Subject: ILO: 63RD INTERNATIONAL LABOR CONFERENCE - HOROWITZ MEETINGS IN KUWAIT
TAGS: ELAB, PFOR, PORG, OVIP, US, KU, ILO, (AL-SABAH, SALEM), (HOROWITZ, DANIEL L), (AL-RASHID, RASHID)
To: STATE GENEVA
Type: TE
vdkgwkey: odbc://SAS/SAS.dbo.SAS_Docs/59dcb695-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009